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ABSTRACT

The local government cable access channel is essentially a television station completely controlled by the local government. It differs from a local broadcast television station by being able to reach only those places which are connected to the cable system, having much less programming distribution costs, and having the capacity to deliver programming to selected audiences. Uses of local government cable television can be classified as the delivery of special services, delivery of information about government and services, closed-circuit, or on demand service. Decision making factors in determining cable usage include the needs of government departments, costs involved, and revenues available, and procedures leading to local government's actual use of the cable systems will vary from locality to locality. The initial steps will vary with the status of local cable activity, and subsequent steps will be motivated by the data developed and the intermediate decisions made in phases of study, implementation, and effectiveness evaluation. This report explains relevant Federal Communications Commission regulations, and appendices include program sources, studio costs, a facilities and equipment survey, a departmental needs survey, and a bibliography. (CMV)

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LOCAL GOVERNMENT USES OF CABLE TELEVISION

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TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM."

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PREFACE

This document was prepared by the Cable Television Information Center under grants from the Ford Foundation and the John and Mary R. Markle Foundation to The Urban Institute.

The primary function of the center's publications program is to provide policy makers in local and state governments with the information and analytical tools required to arrive at optimum policies and procedures for the development of cable television in the public interest.

ACKNOWLEDGMENTS

The center is indebted to the Arlington County Virginia CATV Task Force.

FOREWORD

This paper discusses the uses that local government can make of cable television. While primary emphasis is put on the local government access channel, other modes of using the cable system are also discussed. Federal Communications Commission regulations are explained, programming is surveyed and suggested, factors in decision making are described and procedures are outlined.

INTRODUCTION

In order to function well--in some instances, to even function at all--government must communicate with the citizenry. This is particularly true in a democratic society, where government functions with the consent of the governed. Of all levels of government in our system, it is most essential for local governments to communicate with their constituencies since that is the level closest to the changing moods of the electorate. There are many examples of these communications needs. For instance, building programs need public blessing in the form of bond approval; rubbish pick-up schedules need to be widely known; citizens tend to become enraged when their residential area is unexpectedly rezoned to permit a bowling alley.

Local governments arrange their information flow in a variety of ways. They deliver some information on a one-to-one basis with the relevant government employee contacting the relevant citizen. Radio, newspapers and broadcast television are all media used for city-citizen communications. Public hearings are often utilized. Many cities have public information employees who are available to answer questions (among other functions). Some information is mailed to the populace, either as a separate mailing or along with something like the water bill.

All of these methods of communication however have some drawbacks. The one-to-one, search-and-inform missions are

expensive both in terms of money and staff time. The local government cannot control the content or timing of its own messages in the news media. The presence of an information officer is useful if a citizen has a specific question, but does not fulfill the function of informing the public that questions exist that should be asked. Special mailings are expensive and enclosures with other mailings are limited to specific times. Public hearings are attended by a relatively small number of people, and even to that extent are dependent on some other information conduit to announce their existence.

Because no single method of communication can satisfy the total needs of the locality, local governments use a combination of methods. The precise mix chosen for any one message depends upon the content of the message, its urgency and the target audience.

By and large, local governments have not made extensive use of the most ubiquitous system of information distribution--television. Television is the most common source of news for 64 per cent of the American public. Additionally, 48 per cent of the population regard TV as the most believable source of news.[1] Perhaps even more significant, the average American household spends over six hours per day watching television.

The fact that most local governments have not used this avenue of information dispersal may be attributed to the substantial

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1. Of the other news sources, 21 per cent rated newspapers, 10 per cent rated magazines, and eight per cent rated radio as "most believable," according to a 1972 Roper Organization poll commissioned by the Television Information Office, an affiliate of the National Association of Broadcasters.

costs associated with buying time on broadcast television due to the scarcity of channels.

But cable technology eliminates this scarcity. And the Federal Communications Commission, wishing to stimulate local government to utilize the television medium, moved in 1972 to require cable TV operators to provide a local government access channel as well as an educational channel. So with the advent of cable television, and particularly the relatively new possibility of a free government access channel, the cost of transmitting governmental programs can be substantially lowered. Thus, local governments can now consider another option for their communications mix.

This paper will discuss that option and the factors that should contribute to the decisions of whether, when and how to use it. The discussion will be limited to one-way cable television communication and will not cover two-way systems since, despite the 1972 FCC requirement that all new systems have two-way capacity, actual utilization of two-way cable communication will not be realized to a significant extent for some years to come.[2]

Governmental use of two-way cable communications will be discussed in a subsequent Cable Television Information Center paper. For a full report on the range of two-way cable applications, see the center report "The Uses of Cable Communications."

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2. A system with two-way capability can conduct signals to the headend (electronic control center) as well as away from it.

FEDERAL COMMUNICATIONS COMMISSION REGULATIONS

"Each (cable television system operating in a major television market) shall maintain at least one specially designated channel for local government use." (76.251 (a)(6)

Thus did the FCC create the local government channel in its 1972 rules. In the Report and Order accompanying the rules, the commission explained the purpose of the channel as follows:

"The government access channel is designed to give maximum latitude for use by local governments. The suggestions for use range across a broad spectrum and it is premature to establish precise requirements. As with the educational channel, use of the government channel will be free from the five years after the completion of the cable system's basic trunk line, at which time we will consider whether to expand or curtail such free use or to continue the developmental period." (36 FCC 2d 141, 191 (par. 124) (1972)

The FCC requires a local government access channel only for those localities within the one hundred largest television markets. Local governments outside those markets must either provide for the channel in their franchise or else trust to the cooperation of the cable operator to provide time on the system's own local program origination channel. Governments within the "major markets" which regulate systems already constructed before the commission issued its 1972 rules may have to wait until the system expands its channel capacity (by 1977) to get the designated channel. Those outside the major markets which possess a system with no extra channels available

may not be able to get a designated channel until the existing franchise agreement expires.

Five-year development period

The FCC appears to be saying that the localities within the major markets will have five years, from the time that their cable systems' trunk lines are installed, to develop usage of the government channel, in any way that each individual government sees fit. But, at the end of those five years, the commission retains the options of: 1) maintaining the status quo; 2) requiring the cable operator to provide additional free government access channels; 3) allowing the cable operator to impose a fee for the already-established channel; 4) rescinding the use of the channel or 5) placing restrictions on the channel's use. In other words, the five-year developmental time is an experimental period for which the criteria for success are undefined.

Unlike the other access channels (public, education and leased), the government channel has no guidelines for use. The rules which prohibit lottery information and obscenity do not apply to the governmental access channel. The "fairness doctrine," which states that "...in origination cablecasting [a cable television system] shall afford reasonable opportunity for the discussion of conflicting views..." (76.209 (a)), does not apply to the government channel.

Possibility of abuse

The fact that the fairness doctrine does not apply to the local government access channel could lead to what the FCC might regard as "abuse" of the channel. It is possible, for example, to imagine an incumbent elected official using the channel to deliver a political address during a campaign. In all likelihood, the use of the channel as as a political vehicle would cause the commission to take some action

(either rescinding the channel or imposing a fee for channel use) against the offending government. Should widespread abuse of the channel arise, it is most likely that the FCC would revise the rules to bring all local government channels under the fairness doctrine.

When determining how to use the local government access channel, governments should set standards which distinguish between political cablecasting and governmental cablecasting, confining the channel strictly to governmental use.

The future actions of the FCC are difficult to predict. Thus there is no way to know how large a commitment a local government must make to the channel during the five-year experimental period in order to satisfy the FCC's objectives.

Consequently, each government should decide as soon as practicable if it wants to use the channel at all, now or in the future. If the decision is affirmative, local authrorities should move as quickly as possible to develop those channel uses appropriate to that locality. It may well be wise to create a successful program of utilization within the five-year development period in order to present the strongest possible position for continued free usage at the time of FCC reconsideration.

THE LOCAL GOVERNMENT ACCESS CHANNEL: WHAT IT IS, WHAT IT MIGHT DO

The local government access channel is essentially a television station which is completely controlled by the local government. However, it differs from a broadcast TV station in several respects. First, cable programming can reach only those places which are "connected" to the cable system. Thus, the effectiveness of programming is limited by the number and location of homes, business and institutions (and possibly public viewing centers) that are part of the cable system.

Second, it will cost the government much less to distribute its programming than it does on broadcast TV, since those local governments with systems covered by the 1972 FCC rules receive the distribution conduit free (programming, however, may in some instances approach broadcast costs).

Third, with the addition of special converters, the government channel can deliver programming to selected audiences (for instance to police or hospital personnel).

While there has been no consistent use of existing government channels, some governmental units have either presented or plan to present programs over their cable systems' local origination channels. These programs, which are also entirely appropriate for use on a local governmental channel, can be divided into two categories--the delivery of services and the delivery of information about government and services.

DELIVERY OF SERVICES

A large number of services can be--and many are being--delivered via one-way cable communications.

Health-related services

A cable system can provide an excellent conduit for the delivery of the kinds of messages that health or human resources departments attempt to transmit to the public--messages dealing with such subjects as nutrition, weight control, alcoholism or how to stop smoking.

Among the more innovative health-related series now being cablecast are "Medicine Today, " shown by the Santa Rosa, California, cable station in conjunction with the Sonoma County Medical Association, and "House Call," a program cablecast in Jackson, Tennessee, under the aegis of the Jackson Mental Health Center.

"Medicine Today" is designed to keep the public aware of current medical developments. Actual operations performed in local hospitals have been filmed, with physicians discussing various aspects of the surgery. Other programs have been devoted to heart disease, arthritis, emergency treatment, insurance programs and athletic injuries.

The series is a joint production of Jackson Community Antenna and the Mental Health Center. People with problems phone in their questions and Dr. Michael Bohleber, director of the Mental Health Center, discusses the problem with the caller. There have been discussions of such topics as marital crises, child-raising practices and the pros and cons of the women's liberation movement.

Agricultural extension services

In many states, the state agricultural extension organization may want to cooperate with the local government in producing programs of mutual benefit. Or, the extension organization may function as a supplier of programming. In Pennsylvania, for example, the State University Agricultural Extension Service cooperated with Berks Cable TV in presenting a series which included a holiday season show on Christmas trees, a tape of the Reading County Fair and shows entitled "Hunting and Hunting Safety," "Wild Birds--How to Identify and Feed Them" and "Your Home Garden."

Libraries

Libraries throughout the country are showing great interest in cable television and in many cities may eventually become the most prolific programmers of the local government channels. At least one city, Tulsa, Oklahoma, has decided to place the nerve center of its local government channel in the library itself. San Francisco, California; Boulder, Colorado; and Arlington, Virginia, are planning to use the channel and all these governments contemplate heavy library involvement.

The Joliet, Illinois, library does a talk show featuring local guests whose professions relate to the theme of a film which is shown during the program. Recommended books are tied in with the theme.

The Chester County, Pennsylvania, library cablecasts a children's story hour, "Come Along Corner."

The Willingboro (New Jersey) Public Library has cablecast a program for pre-schoolers, showing them how to use the library.

Several libraries, including those in Mobile, Alabama, and Casper, Wyoming, operate video reference services. If cable

subscribers need visual information, such as a map or illustration, they may call the library and, when the channel is not being programmed for something else, the librarian will show the needed material on the screen.

The Natrona County Library in Casper, Wyoming, has its own library channel, leased from the cable company for $1.00 a year. In addition to the video reference service mentioned above, the library has cablecast a 21-part series, "Public Forum," which featured public figures discussing issues pertinent to Casper. Also, the Natrona library has compiled a collection of pre-school story tapes made by the library staff members and students in the local public school and university drama classes. These tapes are used to program the dial-a-story service. Pre-schoolers can call and request a story and, if the channel is not in use, the request will be shown on the channel.

Employment services

The Colorado Springs cable system, in cooperation with the local branch of the Colorado State Employment Division, cablecasts "Job Line," a summary of jobs available in the Colorado Springs area. The job descriptions are usually accompanied by interviews with employers and employees working in similar jobs and sometimes accompanied by on-site tapes of people at work. This type of service could be extended, under the aegis of the responsible governmental department, to include descriptions of job applicants as well as solicitations for prospective employees--perhaps youngsters in search of summer jobs.

Consumer advice

One readily available service is consumer advice, covering both "best buy" information and the unmasking of "gyp artists."

Rollins Cablevision, in Wilmington, Delaware, has such a program--a weekly 15-minute presentation by Dr. Frances West, Delaware's Director of Consumer Affairs. Apart from the broad consumer tips, such as those offered in Wilmington, consumer counseling can be aimed at the smaller consumer groups which form specialized purchasing blocs.

Service for the elderly

Older people, for instance might form an interested audience for a series dealing with those patent medicines designed to alleviate the aches of old age.

Many other services can be delivered to the elderly via cable. The Alternate Media Center at New York University has prepared a tape which demonstrates some of those services. That tape contains sections which discuss loneliness, demonstrate hot-plate cookery and show various avocations such as gardening, ceramics, etc. Whenever possible, the old people serve not just as the audience but as the demonstrators.

Foreign language

In an area with a large non-English speaking population, foreign language cablecasting can be a staple on the local government channel. Such programs need not necessarily serve as a tool to teach English (more properly the province of the educational channel), but as a method to impart information to people who might not be able to obtain it any other way and to help develop a sense of community through cultural programming. TelePrompTer Manhattan in New York City, on its local origination channel, has demonstrated the latter use of foreign language cablecasting with two efforts. Its "Lo Mejor de Puerto Rico" presents Puerto Rican cultural and entertainment

programs, and a two-hour Monday to Friday series is entirely in the Chinese language. The Chinese series includes variety, dramas, soap operas, cooking, the Peking opera and Oriental sports.

Berks TV Cable Company, in Reading, Pennsylvania, provided a similar service in "Orientacion Domestica," directed to Reading's approximately 7,000 Spanish-speaking residents. The series included demonstration recipes chosen both for low cost and nutritional values.

Public safety

Public safety services are also deliverable on cable systems. Most police and fire departments devote portions of their community relations budgets to public lectures on such topics as traffic safety or fire prevention. This kind of effort takes personnel time which could be spent on other projects. In Arlington County, Virginia, for example, two police officers spend five days a week traveling among more than twenty elementary schools, working with school children on such subjects as the law, drug abuse, bicycle safety, good citizenship, etc. Police officials in Arlington estimate that the time the officers spend lecturing, as opposed to actually working with the children, averages about one day per week per man. That lecture time might be substantially reduced through the use of cable television programs.

Some police and fire departments are already making considerable use of their local cable systems. The Danville, Illinois, police, as an example, have cablecast several taped programs on such topics as accident and burglary avoidance.

The Wilmington Fire Department taped a number of actual fires for use as part of the firemen's training program on closed circuit television. Some of the tapes were so effective that they were

cablecast to regular subscribers as a series of fire prevention programs.

Emergency override

Berks TV Cable Company has established an "All Channel Emergency Alert System." The system functions in the following manner:

1) The city official legally authorized by city ordinance to declare an emergency notifies a standby official of the cable company of the impending emergency announcement.
2) Slides, directing the viewer to turn to a designated channel are projected on all channels of the system for a period not exceeding 30 seconds.
3) The city official then appears live on the designated channel, immediately after the "All Channel Alert," making the statement of emergency and explaining the nature of the crisis.

The policy followed at Berks TV Cable Company specifies who will determine the fact that an emergency exists, states who will program the message and designates a separate channel over which the actual message is sent. There is some question though as to whether the 30 seconds allowed for showing the slide is long enough to alert all viewers to the emergency.

A better approach might be to provide for a streamer to be run at the bottom of the screen on all channels, directing the viewer to turn to the designated channel for the emergency message. Both the streamer and the message should be run continuously for the

duration of the emergency.

New York City

New York is one of the few cities that actually has a designated municipal channel. But the city government has made relatively little use of its cable capability. For the most part, it has been content to retransmit the programming of New York's municipal television station. The station broadcasts such nationally syndicated shows as "The French Chef," "Sesame Street" and "Misterrogers Neighborhood," as well as some locally produced programs such as "Around the Clock," a police training series; "On the Job," a fire department training series; and "New York Report."

Arts programming

Recently, however, municipal channel A has been the location of a 13-part series on the arts. Segments include "New York Counterpoint," "Art in Public Places," "Televisionaries" plus programs devoted to jazz, crafts, dance, etc.

The series is produced by the Cable Arts Project of the New York State Council on the Arts. The group hopes to demonstrate that the government channels can be used to enhance the cultural life of a metropolitan area.

DELIVERY OF INFORMATION ABOUT GOVERNMENT AND SERVICES

In many cases, information about government services must be widely disseminated if the service itself is to be well used. The local government access channel can provide an effective system to disseminate information about such services as rubbish pick-up, park and recreation programs, venereal disease clinics and tenant's

rights organizations.[3]

Council meetings

A great many systems carry all of the city council meetings, in their entirety. In Adrian, Michigan, the city manager cablecasts a weekly summation of the meetings.

Contact with local officials

Many local governments use their cable systems as avenues of contact between officials and citizens. Reading has a weekly "This is Your Mayor" program on which the mayor discusses timely subjects and interviews government and civic leaders regarding their activities. Viewers can phone in questions during the cablecast.

Charlottesville, Virginia, presents weekly press conferences with the city manager and with city council members.

Galveston, Texas' "Let's Speak to the Manager" enables residents to question, via telephone, local decision makers about issues ranging from proposed city budgets to dogcatching policies. Similarly, Malden, Massachusetts' "Access to the Mayor" invites the community to phone the mayor with questions and comments.

Public hearings

Public hearings are also a favorite subject for cablecasting. Reading, for instance, cablecasts the meetings of the Reading Charter Commission. Cablecasts of public hearings are particularly useful when the hearing room is too small to admit all interested members of the public.

Departmental information

Departments of mental health have made considerable use of cable to bring their activities to the attention of the public. Malden,

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3. In communities with large non-English speaking populations, it would be helpful to also cablecast such information in the appropriate foreign language(s).

for instance, cablecasts "Mental Health, Your Community and You," a semi-monthly program which shows dramatizations of services offered by the Tri-City Mental Health Clinic, and "ACID, A Dialogue," which serves to inform the residents of the activities of the Adolescent Counseling in Development organization.

Charlottesville and the League of Women Voters spotlighted local housing problems. Colorado Springs did a series on urban renewal.

Danville has presented a program on that city's child driving center, where children learn traffic regulations by riding bicycles on simulated streets. San Pablo, California, has extensive coverage of parks and recreation programs.

Mayor Eugene L. Shirk, of Reading, recently announced that the city will soon be cablecasting a weekly series which will give an in-depth explanation of the government of Reading--department by department. "It will mark the first time ever," Mayor Shirk said, "that the average citizen will have a chance to find out how his local government functions without spending a great deal of time doing research."

CLOSED CIRCUIT USES

It is also possible for a local government to use the cable system as a means of closed circuit communication--that is, as an intra-governmental device rather than as a government-to-citizen method of communication. Many of both the present and potential closed circuit

uses, such as the pilot project in pediatric telediagnosis operating from the Mount Sinai Medical Center to the East Harlem Wagner House Pediatric Center in New York City, are dependent upon bi-directional communication. However, a number of closed circuit uses are possible using a one-way system.

While it is enormously expensive to provide totally secure video communications on the cable, a reasonably secure closed circuit system can be obtained by using frequencies requiring special receiver converters not available to unauthorized subscribers on the system.

The closed circuit cable linking of hospitals could be of great benefit. The Louisiana Hospital Television Network can serve as a prototype for this use. The network links all charity hospitals in Louisiana (by microwave and cable). In addition to its own cables, the network also uses commercial cable systems in LaFayette, Lake Charles and Monroe.

One network series, "First Friday, A Conference in Mental Health," included programs on "Distribution Groups--Theory, Practice and Technique," which demonstrated a group process for diagnostic evaluation and disposition of new applicants to a mental health center; "School Drop-Out," presented by students in the L. S. U. School of Social Welfare; and a program on alcoholism, showing a "live" group session with actual patients. Phone lines permitted two-way "talk back."

The University of Cincinnati Medical Center uses its closed circuit system to present programs on health care and nutrition to patients seated in the waiting rooms.

Orientation and training

Wired government buildings can be used to carry orientation and training messages to all employees. Sunnyvale, California, uses its own closed circuit system for that purpose. Although the city does not make use of the government access channel available to it, Sunnyvale does use the cable company's technical and production expertise in producing the training and orientation tapes.

The Wilmington Fire Department has its own studio in the fire station where on-the-spot tapes are edited and studio-based training material is produced. The fire department has been showing the tapes for purposes of fire fighting analysis and personnel training for several years.

Police use

There are obviously many more one-way closed circuit uses that can be developed. For instance, police line-ups and daily briefing sessions can be simultaneously presented at all precincts for each changing shift.

Rehabilitation

Tapes designed for purposes of rehabilitation and job training can be shown in prisons and juvenile homes.

Special populations

Cities with large numbers of "special" populations, such as migrant workers or an unemployed work force, can use closed circuit receivers at designated centers to show programs dealing with the problems of the special population group.

ON DEMAND SERVICE

The dial-a-story concept of the Natrona County Library can be extended to the entire government channel. Because of the expense of producing tapes, it is unlikely that the government access

channel will be fully programmed. During the times that the channel is not is use, individual citizens or groups should be able to contact the studio and request a showing of particular tapes--either for immediate presentation or by appointment. For instance, many cities have welcome wagons or similar newcomer services. A large number of those organizations hold annual newcomer get-togethers. If an "introduction to Our Town" tape has been prepared, the welcome wagon could arrange a showing timed for the gathering.

An example of a possible daily government channel program schedule follows: (see Table 1).

TABLE 1

LOCAL GOVERNMENT ACCESS CHANNEL
SAMPLE PROGRAM SCHEDULE
CHANNEL O
OUR TOWN, U. S. A.

Subject to interruption for on-demand viewing	8:00 - Noon	Slide with listing and phone numbers of government departments
	Noon - 5:00	Trailer with listings of available tapes for on-demand viewing
	5:00	Burglary avoidance
	5:30	The Museums of Our Town
	6:00	Older and Wiser - a program by and for senior citizens
	6:30	Latins in Our Town
	7:00	Consumer Reports
	7:30	The Put-Up Job - how to can and freeze; prepared by the Agricultural Extension Service
	8:00	Job Lots - a survey of Our Town employment opportunities
	8:30	Mayor's Press Conference
	9:00	Our Town Tomorrow - a report from the Planning Commission
	9:30	Family Focus - prepared by the Department of Human Relations
	10:00	The Book End - prepared by the Public Library
Subject to interruption for on-demand viewing	10:30 - midnight	Repeats of slides and trailers

FACTORS IN DECISION MAKING

The decision to make use of the cable system is not a single yes (we will fully program a designated local government access channel) or no (we will make no government use of the system) decision. Between total programming and no programming a range of possibilities exists.

Local officials must decide not only how much to program the channel but how to go about programming it--whether to invest in or lease sophisticated equipment and facilities, to use cable operator-supplied studios, or even to rely entirely on acquired programs.[4]

Not all of the possible options are completely within the control of the local government. For instance, a decision to put some governmental programs on the local origination channel requires agreement by the cable operator. Or, a decision to share channel space with local educational authorities requires the cooperation of the authorities involved.

In order to determine the level of governmental activity--whether to activate its channel or to confine its programming, at least initially, to a shared channel--local government officials must consider a number of factors, including the needs of government departments, the costs involved and the revenues available.

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4. A list of program suppliers can be found in Appendix A.

TELEVISION COSTS

The initial investment in equipment and facilities and the operating and programming expenses can range from virtually nothing (in cases, for instance, of panel discussion taped in the studio of a cooperating cable operator) to hundreds of thousands of dollars (in cases, for instance, of eight-hours-a-day broadcast quality productions taped in the local government's own professionally equipped studio). Because of the expense involved in constructing and equipping studios,[5] many officials will prefer to rent studios or, if possible, share them with other users.

Shared facilities

Both the cable operator and the local educational institutions are possible sources of shared facilities. Universities, junior colleges and even high schools are often surprisingly well equippped with television equipment for closed circuit applications. They may be especially willing to cooperate because of the opportunity to combine the work with training of students.

In many communities the cable system itself is the most logical place for production of governmental programs and many systems do make their facilities available for this purpose.

Equipment and facilities search

The first task of those responsible for producing television programs should be to make an inventory of locally available equipment and facilities and see what kind of arrangement can be

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5. A discussion of studio costs, including detailed equipment lists, appears in Appendix B.

made to use them.[6]

Even when facilities are not already available, it may be possible to arrange for the cooperative purchase and use of studio facilities. Such cooperatives are most logically arranged with local educational institutions.

Studio rental

Local authorities may not want to make arrangements for sharing facilities on a long-term basis. If much of the intended local government programming can be done with minimal equipment (the taping of many recreation department activities, for instance, requires no more than a portable 1/2" videotape unit), it might be advantageous to arrange per-program studio rentals for the few programs needing more elaborate production. If there is a local public television station, it may be possible to negotiate for facilities, production staff, and even creative assistance on an hourly basis. Studio rental including recording facilities, full crew and director ranges from about $100 to $300 per hour at most public TV stations. Larger stations with professional staff and higher overhead will be in the upper end of the range. University-run educational TV stations using students or part-time help would be in the lower end.

Production costs

Studio facilities are only one aspect of the cost of television productions. Of perhaps greater interest to local officials contemplating production of programs is the final cost of the product itself. The question of the total cost of a program is very difficult to answer

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6. A canvass of government departments, the school district and community organizations should be made before an investment in studio equipment is made. Appendix C contains two sample equipment surveys.

in the abstract. The Broadcast Research Center of Ohio University has done a survey of broadcast TV program costs at public television stations throughout the country and reports the following averages for the categories of programs shown.[7]

Program length in each case is one hour.

Simple, in-studio discussion show	$ 1,000
In-school instruction program requiring special set-up such as a laboratory or shop	$ 3,600
Remote coverage of an event such as a city council hearing or basketball game	$ 3,700
Documentary	$12,000

It should be borne in mind that these figures are based on the use of broadcast quality equipment and suggest what it might cost a local government to produce programs at a public TV station. FCC standards for cablecasting are not as rigorous, however, and allow the use of much less expensive equipment. The cost of programs produced by cable systems is usually estimated at between $100 and $150 per hour.

Some programs produced by a local government will cost less than the estimated $100-$150 per hour. For instance, a shuffleboard tournament held at a senior citizens' center can be taped by volunteers manning a portable videotape unit. On the other hand, some programs produced by a government will cost much more than the estimated figures. For instance, a Planning Department documentary, requiring a tour of the locality by a mobile color unit,

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7 Projected Station Operations and Costs, Broadcast Research Center, Ohio University, March 1973.

would be close to the cost figures shown for broacast television.

Most of the programming done by a local government will fall between those two extremes. But if the local officials hope to build a viewership for the government channel, in competition not only with the broadcast retransmissions but with the other access channels and the operator's own locally originated programs, the channel will have to offer some quality productions that may cost nearly as much as the offerings of public broadcasting stations.

Cost sharing

The local government will not necessarily have to bear the entire burden of programming costs. It may be possible , either in the franchise negotiation or by agreement, to arrange to share some of the cost burden with the cable operator--perhaps in the form of free use of personnel and equipment.[8] Another possibility for cost sharing is an arrangement with departments or agencies from other units of government or community service organizations.

Suppose, for instance, that several departments want to communicate with a target audience of elderly citizens. In order to do so, via cable, it might be necessary to provide viewing centers, including space, chairs, cable connections, TV sets and converters, in several housing projects and senior citizen centers. If only one department has something to say to that audience, the expense of providing the viewing centers might not be justified by the increased

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8. Extensive cost sharing by the operator is most likely when the government uses the local origination channel rather than the local government access channel. This will not help build viewership for the government channel, but would help get a particular message to the citizens.

effectiveness of communications. However, if many departments must reach the same audience, the costs, as prorated among the departments,[9] might very well be justified.

Acquired programs

In any event, all government programming need not be produced locally. Many distributors furnish tapes or films suitable for showing on the local government access channel. These programs are sometimes available free of charge, more often for sale or lease at a moderate charge.[10] Another source of cablecasting material might be a local library. Many libraries are building tape collections which could be a plentiful source of programs.

Some companies distribute hybrid programming which can be used by the local government in conjunction with its own production. Sometimes a "core" film or tape is provided around which the local programmer may organize a discussion. Or, a script or outline is provided as a point of departure for the governmental production.

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9. Programming for the elderly could involve numerous departments in several levels of government. For instance, state agencies for consumer protection, community extension services, social services and employment; county agencies for health and welfare; federal tax and social security agencies; plus city parks and recreation department, housing commission, library and mayor's office could all want to reach that audience.

10. See Appendix A. Acquired material may come in different formats, including 8mm or 16mm film, 1/2 inch or 1 inch videotape or 3/4 inch videocassettes--in black and white or color. Each of these formats requires different playback equipment. Before ordering material, the user would be well advised to make certain compatible playback equipment is available.

Communications Library,[11] for instance, distributes script aids for local origination programming. Available for between $25 and $50 per series (five to ten-part series of half hour shows), the script aids consist of camera and cast directions plus suggested lines for the performers, allowing room for modification according to local conditions. Available script aids include series titled "This Is Your Law," "Sick Bay," and "This Is Your Environment."

Level of governmental activity

Having decided the degree of necessity for communications improvements and made some rough cost estimates, local authorities can begin to consider the level of cable activity. The most likely options are: 1) a fairly high level of acquired or produced programming on the governmental access channel; 2) a minimal, but increasing level of programming on the local origination channel, with the intention of activating the local government access channel when usage warrants or 3) no programming on the government channel but some programming on the local origination channel.

Selection of options 1) or 2) would represent a decision that the cable system can substantially help the government reach its communications goals and that those goals have reasonably high priority in the governmental scheme of things. The selection of option 3) would indicate either that most communications goals are being or can be met through other means or that communications ranks low on the priority list. Option 3) programming would most

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11. Communications Library, 1535 Francisco St., San Francisco, California 94123.

likely be confined to taped council meetings and occasional public hearings plus, perhaps, a weekly interview with the mayor or city manager or county executive. Many local cable operators will program that level of activity as a public service.

The choice between options 1) and 2) hinges on several factors. Money is, of course, a constant consideration. Programming can be expensive. And some officials may want to gradually gain expertise in programming and/or build a backlog of tapes before activating the government access channel. There is some question as to the wisdom of activating an entire channel in order to program just a few hours a week. Viewers, accustomed to seeing the channel dark, may not think of turning to it for an occasional program.

Revenue from franchise fee

Governments regulating cable systems under the 1972 FCC rules can also count somewhat on the franchise fee, in the range of three to five per cent of the franchisee's gross subscriber revenue per year. The franchise fee will normally be three per cent since the higher rate will be allowed by the FCC only on special showing. The requirement for special showing should not deter franchising authorities from requesting the additional two per cent. The purpose of the "five year experimental period" is, in large part, to encourage the innovative use of access channels. If officials plan to use the additional revenue for the purpose of paying for regulatory costs for developing the access channels--public, education and/or local government--the chances are good that the request will be approved.

Projections of revenue from franchise fees will vary considerably from locality to locality, varying with revenue projections

of the system as a whole. A hypothetical example could be a city of 14,000 households (about 50,000 population) achieving an ultimate penetration (after 10 years) of 50 per cent. At a monthly subscriber rate of $6, this would produce an eventual annual gross of $504,000, yielding $15,000 to the government at three per cent or $25,200 at five per cent.

If local officials intend to utilize the cable system beyond minimal use of the local government access channel, they should expect to fund the continuing programming operation through monies raised from the traditional sources, from some portion of the franchise fee, and perhaps from negotiated fees charged other governmental users (federal, state, etc.).

Apart from the revenue sources mentioned above, there are some potential special purpose revenue sources that might provide help for cable-related projects. Foundations are such a possibility.

Foundations

Some national foundations have shown an interest in the development of cable television. However, in common with most revenue sources, foundations do not have unlimited funds and competition for those funds is fierce. While it might be worthwhile to explore the national foundations, it would probably prove more productive to approach locally based foundations.

Many foundations, both national and local, are interested in specific fields which can be served through the development of governmental service delivery via cable. In the cases of special purpose foundations, the contact should be made by the government department involved. For instance, the Robert Wood Johnson

Foundation funds health care projects--particularly in the area of ambulatory patient services. If this is an area of interest to officials, the health department (perhaps in conjunction with its counterparts in the state or region) should prepare a proposal for that source. Similarly, the National Endowment for the Arts[12] is interested in the art of filmmaking and might consider a film project which involved the local government's use of cable. Aside from the National Endowment for the Arts, some states have councils on the arts. The arts series shown on New York City's municipal channel, for instance, was funded by the New York State Council on the Arts.

It should be reiterated that all foundations have limited resources and many applications. A ratio of one funded project for each hundred applicants is not unusual.

Federal revenue sharing

Revenue sharing funds are disbursed by the U.S. Treasury Department to units of local government and to the states. The money is allocated to the states according to an established formula. Of each state's share, one-third is paid to the state government and two-thirds is paid to the local governments.

Local governments may spend their shares for any lawful capital expenditure and for operating and maintenance costs in the categories of public safety, envirnomental protection, public transportation, health, recreation, libraries, social services for the poor and aged and financial administration. Thus, expenditures

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12. Strictly speaking, the National Endowment, a congressionally funded entity, is not a foundation. However, it resembles a foundation more than it resembles anything else.

for a governmental cable project might be construed as being allowable if those cable projects support any or all of the above mentioned elegible categories.

State governments may spend their shares for any lawful purpose whatever. It is possible that specific cable use projects can be funded by the state with federal revenue sharing funds. Information can be obtained from the governor's office in each of the states.

Within the guidelines stated above, federal revenue sharing dollars are usually allocated in the same way as general fund money. Cable projects will receive a share only if the state or local government assigns a relatively high priority to them.

Federal funding

As of December 1973, the federal funding picture was not clear. Uncertainly over congressional appropriations, executive impoundment of funds and an unusual number of vacancies and new faces at departmental decision-making levels have caused a dramatic slowdown in the flow of funds. Many bureau chiefs have no idea of how much money they can allocate or what projects will ultimately be funded.

Some of the agencies which have indicated an interest in cable related projects are as follows: 1) In the Department of Health, Education and Welfare, the National Institute of Education; the Office of Telecommunications; the Community Services Administration; and the Office of Education: Bureau of Library Resources and Bureau of Higher Education, Community Service and Continuing Education. 2) National Science Foundation, Division of Social

Systems and Resources. 3) Department of Housing and Urban Development, Office of the Assistant Secretary for Planning and Research, Division of Communications, Environment and Utilities Technology.

The agencies mentioned above have indicated an interest in cable, but not necessarily any immediate funds. The agencies should be contacted and guidelines requested.

Most federal departments have regional offices and interested officials should contact them. A great deal of information concerning actual grants available and the levels of departmental interest area are available there.

CONCLUSION

Departmental needs

The communications needs of any department or agency include the delivery of information about its processes and services and the delivery of the services themselves. In some instances, it is essential to reach everyone (disaster warnings, for instance, cannot be limited to a segment of the population). In other instances, a specific target audience is desirable. In either case, a number of departments[13] may want to reach the same audience.

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13. The interested departments may include city, county, state and federal governmental units. While the channel is assigned to local government, excellent reasons of economy and efficiency exist for the local authorities to invite the participation of units from other levels of government and civic organizations and community groups.

To arrive at the needs of the various departments, the responsible authority can rely on a written survey[14] or on personal interviews. Whatever method is used, the responses of the various departments should be reviewed in order to determine where similarities of subject matter and/or target audience will permit cost savings.

Before deciding where, on the cost spectrum, the local government productions will be, officials should survey sources of available revenue. Franchise fees, foundation funding or federal grants, if obtainable, may help defray the costs but for the most part the cash must come from the normal sources of all governmental revenue.

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14. A discussion of Governmental Communications Needs surveys can be found in Appendix D.

PROCEDURES

The procedures leading up to the local government's actual use of the cable system will vary from locality to locality. The initial steps will vary with the status of local cable activity. Subsequent steps will be motivated by the data developed and the intermediate decisions which have been made.

STATUS OF LOCAL CABLE ACTIVITIES

Pre-franchise negotiation

If franchising authorities are currently engaged in franchise negotiations, it might be possible to include in the franchise agreement requirements directed toward the development of the government access channel. Such requirements would cover such items as: 1) providing for the availability of a local government channel if the government is not automatically eligible for one; 2) arranging for government use of the cable operator's equipment and studio; 3) determining the conditions under which the government can use a channel other than the local government access channel; 4) arranging for technical and production assistance by the operator and 5) providing for closed circuit cable links.

Franchised system

An existing franchised cable system provides less opportunity for negotiations. However, other factors should be kept in mind. If the system still has unused channel capacity available, an operator may well see a benefit to expanding the system's penetration by cooperating with local officials in developing the channel

prior to the 1977 date when the operator will be required to provide for the access channels.

If a local government is not automatically eligible to receive this government channel in 1977 (because it is located outside the top 100 markets), officials might want to begin negotiations or otherwise existing ordinances to require it to be effective in 1977.

Penetration

A major factor in deciding whether officials should seriously consider using the cable system is the number of homes the system reaches or expects to reach. Obviously, a system which serves 10 per cent or less of the population will not make a substantial contribution to the effectiveness of government-to-citizen communications.

The level of penetration that exists should, of course, be compared with the length of time the system has been in existence. If a system is new, growth projections should be made to aid officials in deciding the timing of decisions necessary to activate a government channel.

Officials should also examine the nature of the population served by the system. If homes connected are primarily affluent, policies might want to be considered that would encourage the connection of lower income groups. The services and information a government might offer over its channel may never reach the appropriate audiences unless such policies are adopted.

STUDY PHASE

Assignment of study responsibility

Once the decision is made to consider governmental use of the cable system, the responsibility for such consideration should be

assigned. Responsibility can be given to an inter-departmental task force; a joint committee of public officials and citizens' representatives; a single government department; a consortium composed of local, county, state and educational officials; a government official/cable operator committee; a staff assistant; an outside consulting firm; or any other mechanism suitable to the individual situation.

STUDY TASKS

A. Develop Background Material.

Background material, including the names of consultants, a bibliography and if possible, a list of governments which have made some use of their cable systems, should be compiled. The Cable Television Information Center can assist in providing current examples and sources of information. The local operator can also be helpful in familiarizing the study group with equipment, programming and various costs and problems associated with developing a government access channel.

B. Conduct Needs Survey

The communications needs of the various government departments must be ascertained, and a determination made of where subject matter and/or target audience overlap. This phase of the study should also specify those departmental needs which are substitutes for existing governmental services and those which are

either extensions of or completely new additions to governmental services. The end product of the study of departmental needs should be a tentative ranking of cable communications priorities. (See Appendix D.)

C. Facilities and Equipment Survey

A special survey should be undertaken to pinpoint the location of all available facilities and equipment, the conditions under which government may have access to them and the existing production personnel--including both prospective employees and volunteers.

In the course of making the facilities and personnel search, it may be discovered that the needed resources exist within the community as a whole but not under the rubric of the local government. Local educational institutions may have not only production facilities but manpower in the form of drama, engineering or telecommunications students. Similarly, locally based state and federal agencies may have valuable resources. Community groups and a public television station may also be sources of equipment and personnel. If such resources do exist in the community, the study should outline the arrangements necessary to make them available. These arrangements could include loan or lease agreements or even trades in the form of studio use in return for access to equipment or, particularly in regard to county, state or federal agencies, free channel time in return for access to equipment. (See Appendix C.).

D. Identify Potential Sources of Revenue

Resource search

The most pressing resource need is money. All potential sources should be investigated, including state and federal agencies, foundations--particularly locally based foundations--and even local community service organizations.

The most likely possibility for revenue would be from the franchise fee, or from reallocation of the current budgets of participating departments to reflect this new activity. This may mean a shift of emphasis in previous budget allocations or creation of an entirely new budget activity. Consideration should of course be given to donated services, shared equipment etc., when projecting total costs that will require funding.

IMPLEMENTATION

Once the basic decisions regarding the level of activity and the financial commitments are made, the most important question is: "Who is going to run the operation?" Clearly, the basic decisions will have considerable impact on the answer to the question. If, for instance, activity is to be confined to a weekly talk by the mayor on the local origination channel, no complex arrangements or operational responsibility is necessary. If the needs survey indicates only one or two departments interested in the use of the channel, the entire

operation could be assigned to one or both departments to jointly develop and operate the channel. If considerable interest is displayed, more formal organization might be required--from appointing a person to coordinate all activity to developing a new department that might build and equip its own studio and fully program the channel.

The organizational plan will also depend, in no small measure, on the interests of the officials concerned--particularly in locales were expertise exists. In those few cities where planning for the government access channel has progressed to the implementation stage, the organizational plan tends to be built around the departments and people who have gained knowledge and experience in the earlier planning stages.

For instance, Tulsa, Oklahoma, has placed administrative responsibility for the channel in the public library--the organization that was most heavily involved in the initial planning. Arlington, Virginia, seems to be moving toward an interdepartmental committee administered by a coordinator--an organizational plan similar to the government cable television task force that performed the planning study. While Boulder, Colorado, has made no final decisions as yet concerning the channel's management, it seems likely that an administration will be designed to include some of the citizens who have been working in the planning phase. New York City, which has a Municipal Broadcasting System, gave the system the responsibility for the city's cable channels. Reading, Pennsylvania, which has announced plans to become heavily involved in municipal programming, has placed responsibility in the mayor's office in conjunction with the Model Cities

agency--the two units which had the greatest previous experience.

It is likely that the average local government, because of the general lack of financial resources available, would start out on a very modest scale--perhaps beginning by assigning an existing staff member the responsibility of the study, research and interdepartmental educational role. Then, assuming a modest amount of equipment has been arranged, this staff member's role would change to that of a coordinator. The responsibility would involve working with existing persons in each department who have been assigned departmental responsibilities for developing and producing programs for the department. The coordinator would perform the overall scheduling of actual channel use, use of equipment and assist each department in developing its programs.

This type of approach would initially utilize only existing staff. As uses develop and experience indicates public and staff interest and acceptance, a gradual shift to greater levels of sophisticated equipment and organizational approaches might become justified. This slower development process would enable departments to become used to an entirely new concept and would enable them to learn by watching others. Officials would be in a position to avoid a major commitment of resources until it became clearly in their interests to do so as they continuously examine local priorities.

EFFECTIVENESS

Local government programmers, like all programmers, will be faced sooner or later with the question: "Is there anybody out there

watching?" A government access channel does not have to be concerned with ratings to the same extent and for the same reasons as commercial TV stations. But as long as money and energy are being spent on programs, it is inevitable that those in charge will want to know the makeup of the audience and how effective the programs are. Although their objectives may be different, operators of a government channel will find they are in the same business as other cablecasters and broadcasters and have to face some of the same problems. They will have to compete for viewers not only against the entertainment features of commercial stations but eventually against a multitude of cable originations as well. They will have to create and acquire programs, plan schedules, publicize them and try somehow to evaluate the success of their efforts.

"The voice of government"

Ultimately it should be the goal of the government channel to establish itself clearly in the public's mind as the voice of the local government. Its programs must be credible, useful and regular. But above all they must be interesting. Government cablecasters will never be able to compete with the three networks in lavishness of production, of course. Hopefully, the relevance of the government's message will compensate for modest production values; but there is no compensation for boredom.

It is impossible to create interesting programs by fiat. But local officials planning to go into television should recognize that if the decision is made to activate the government channel, enough money and enough professional personnel will have to be assigned to implement the level-of-activity decision imaginatively and effectively.

Regular schedule

If a regular schedule is not planned, it is better perhaps not to activate the channel at all. Regular programming is a prerequisite to regular viewing. If only occasional programs are planned, it might be wise to place them on the local origination channel for wider exposure.

Regular programming does not necessarily mean a full schedule. Even if the government's broadcast day is limited to two or three hours a day on weekdays, the public should be able to depend on seeing programs of interest at predictable times.

Evaluation

Finally, some effort should be made to evaluate the effectiveness of the government's programs. Ratings and audience reactions should be surveyed periodically to see if the programs are reaching the desired audience and conveying the intended message. The results can be used as a guide to the design of subsequent productions, to scheduling strategy or simply to determine if the public's money is being spent for a useful purpose.

APPENDIX A

PROGRAM SOURCES

The following is a list of distributors of tapes and/or films which may be suitable for the local goverment access channel. While every source listed distributes some material which has been copyright-cleared for cable distribution, not all material available from every listed source has been so cleared. In most cases, the only way to find out if the particular material is cleared for cable use is to write for the distributor's catalogs and then make further inquiry about particular tapes or films.

One of the sources listed, the National Audiovisual Center, distributes a catalog of all films and tapes available from the United States government.

The sources listed distribute material covering a wide range of subjects, including such diverse topics as card sharkery, the United States Navy, the energy crisis, American history, frogs and the metric system. Because most distributors do not specialize in particular subjects, it has not been possible here to specify the material available from the individual sources, except where noted.

Column One on the following chart identifies the source. Columns Two, Three and Four indicate whether the material is available for rent, for purchase or for the asking. Column Four, headed "Advertiser Sponsored," indicates whether or not the material contains commercial advertising.

Program Source	Rental	Sale	Free	Advertiser Sponsored
Alternate Media Center 144 Bleecker St. New York, New York 10012			√	NO
American Diversified Services Box 975 Kingsport, Tennessee 37622	√			NO
American Enterprise Institute for Public Policy Research 1428 Wisconsin Ave. Washington, D.C. 20007 (Public affairs material)			√	NO
American Video Network, Inc. P. O. Box 1 Eau Claire, Wisconsin 54701 (Health Care & Education)	√	√		MANY
BNA Films 5615 Fisher Lane Rockville, Maryland 20852	√	√		NO
Campus Film Productions (Distribution Center) 20 E. 46th St. New York, New York 10017	√			SOME
CAT Video 675 South University Blvd. Denver, Colorado 80209 (Distributes Time-Life "Foods of the World")			√	YES
Contemporary/McGraw-Hill Films 330 W. 42nd St. New York, New York 10036	√			MANY
Encyclopedia Britannica 425 N. Michigan Ave. Chicago, Illinois 60611	√			NO
Independent Television Corp. 555 Madison Ave. New York, New York 10022	√			NO

Program Source	Rental	Sale	Free	Advertiser Sponsored
KVST-TV 1136 N. Highland Ave. Hollywood, California 90038 (Supplies list of distributors rather than catalog)	√			MANY
Media Buffs-Videofreex Maple Tree Farm Laneville, New York 12450		√		SOME
Modern Talking Pictures 1212 Avenue of the Americas New York, New York 10036	√		√	SOME
National Audio-Visual Center National Archives and Records Service (GSA) Washington, D.C. 20409	√	√		MANY
National Filmboard of Canada 690 Fifth Ave. New York, New York 10019	√			NO
Pyramid Films 2801 Colorado Ave. Santa Monica, California 90404	√	√		MANY
Stephen Bosustow Productions 1649 Eleventh St. Santa Monica, California 90404	√			SOME
Sportlite 20 N. Wacker Drive Chicago, Illinois 60606	√	√		MANY
Telecine Films 111 Euclid Park Ridge, Illinois 60068	√	√		NO
Telemedia Inc. 3320 Kemper St., Suite 102 San Diego, California 92110	√			MANY

Program Source	Rental	Sale	Free	Advertiser Sponsored
Tricontinental Film Center 244 W. 27th St. New York, New York 10001 (Distributes films from and about South America and Africa)	√			MANY
Videotape Networks 115 E. 62nd St. New York, New York 10022	√		√	NO
Visual Instruction Production 295 W. 4th St. New York, New York 10014	√		√	SOME
Western Instructional Television, Inc. 1549 N. Vine St. Los Angeles, California 90028 (Series films)	√	√		NO

APPENDIX B

STUDIO COSTS

A television production facility typically consists of a studio where the performance takes place, a control room where the director, production personnel and technicians perform their functions and a videotape facility where the program is recorded. The recording equipment may be located in the control room or in a separate area. In addition, there may be a facility for the playback of film, slides or pre-recorded videotape for integration into the program. These playback facilities are usually located in a separate area, in which case the recording equipment may be located with them. Post-production editing, when equipment is available, is done in this area also.

Studio electronic equipment includes cameras and associated tripods or pedestals, microphones, possibly a microphone boom and a communications system for talkback from the control room to camermen and performers. Cameras may range from two to four in number, may be color or black and white and may cover an extremely broad range of price and quality within these categories.

Staging facilities

Staging facilities include lighting equipment, equipment for mounting the lights, which may range from simple floor stands to pipes suspended from the ceiling and in more sophisticated arrangements to a complete lighting grid. The lighting system may or may not include facilities for controlling the intensity of individual or groups of lights.

Most studios include some semipermanent stage sets for background such as neutral screens, draperies or, in some cases, a cyclorama which can be drawn completely around the studio walls.

Ideally, studio walls should be acoustically treated both to exclude outside noise and to improve the quality of sound within the studio.

Ceiling height is often a problem when converting an existing room to a television studio. The standard eight-foot ceiling is inadequate for all but the most static and restricted production.

Studio size is likewise an important consideration. The larger the studio, the greater the possible scope of productions within it. As points of reference, typical professional studio dimensions may range from 3,000 square feet with a ceiling height of 14 feet, to 10,000 square feet with a 45-foot ceiling. This is not to say that television production cannot be accomplished in smaller spaces than these. It can and frequently is. Since few local governments will afford the luxury of building a studio from the ground up, those wishing to have their own facilities will have to convert the best space available making whatever compromises are necessary.

A further consideration in converting an existing area to a television studio is that the air conditioning capacity will probably have to be increased. The added heat load from the lights and to some extent from the electronic equipment will require additional cooling for the proper functioning of equipment and personnel. (The improved sensitivity of modern cameras has reduced lighting requirements considerably from what they were in the early days of television,

but there is still a need for some additional cooling.)

Control room

The studio control room houses the video switching equipment which enables the director to select or fade between cameras and the audio mixing equipment for controlling sound and the video equipment for adjusting the quality of the pictures. In addition, as stated earlier, the videotape recording equipment may be located here as well. Except for the video control equipment which is an integral part of the cameras, each of the other devices mentioned offers a wide range of possibilities according to capability and price.

A well equipped production facility should have the capability of integrating prerecorded tape or film into a program as it is being shot. To do this requires additional videotape machines, film and slide projectors with associated scanners and the capability of electronically incorporating their outputs into the program. As with the other equipment described above, each of these devices offers a choice of price and quality. Film projectors may include 16mm, 8mm or both. A 35mm slide projector is a useful addition. Videotape machines also offer a wide variety of choices with the added complication that different formats and brands of machines are likely to be incompatible with each other.

The accompanying cost breakdowns for television studio facilities are based upon the use of color equipment. This assumption is made on the theory that if a government decides to communicate with its citizenry through television, color is a minimum requirement in competing for the attention of viewers.

Two detailed equipment lists are shown. Each includes two

color cameras, two one-inch videotape recorders, film playback facilities and other required hardware. One package however contains more sophisticated equipment than the other and is more elaborate. The first, according to the vendor, is a typical small closed circuit studio facility. Its price is $97,000. The other, costing $200,000, is a typical small broadcast facility. The figures were supplied by the International Video Corporation (IVC)[15] of Sunnyvale, California, a manufacturer of video equipment which also designs and installs studios on a custom basis. The pricing shown includes the complete package of final design, fabrication, test, installation and training.

According to IVC, these systems can be operated by one director/technician plus one or more cameramen. Consoles are laid out so that the audio/video tape recording and switching can be delegated to a larger crew as required by more complicated productions. The figures do not include costs for studio construction, air conditioning or additional electric service.

These budgets are shown only to suggest orders of magnitude for the construction of small studios. They obviously will not apply to every situation. Local officials wishing to have their own facilities should get professional assistance in designing, buying and building a studio to suit their own needs and budgets.

Operating expenses

In addition to capital costs, running a studio entails operating expenses. Cameras must be operated, equipment must be

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15. A list of studio equipment suppliers is included at the end of this Appendix.

maintained, television shows must be directed. Often it is possible to hire technicians and production personnel on a per diem basis but any extensive use of a studio will require a permanent staff of at least two or three people. Frequently there are other costs involved in program preparation beyond the basic operating expense of the studio. Subject to the type of program, there may also be costs for writing, design and performer fees. Filmed inserts may require the services of outside production companies. Tape segments recorded on location may also require contract work unless the government has its own mobile equipment.

Contingent on factors such as number of permanent staff, volume of production and other variables, operating costs for a governmental television service of the scale implied here may range from $50,000 to $150,000 per year.

BUDGETARY ESTIMATE

TYPICAL SMALL BROADCAST STUDIO FACILITY

IVC Components

Item	Qty	Description	Price
1	2	IVC-300A Camera	$ 49,840
2	2	Camera Support Package	2,250
3	1	IVC-210 Film Camera	17,500
4	1	IVC-900CD VTR	18,500
5	1	IVC-960CD/4190M VTR	26,717
6	1	IVC M-203 Multiplexer	1,895
7	1	IVC-4129 RMT CTL PNL	850
8	2	IVC-4102 TBC	18,700
9	2	IVC Pedestal	700
10	3	IVC Lens Iris Assy.	105
11	3	IVC Heat Filters	45
12	3	IVC Proj. Diffusers	45
13	1	Film Chain Test Set	80
14	1	Cam Test Chart Set	50
15	1	W.E. Headsets	335
16	1	Alignment Tape	190
17	1	900 Spare Heads Set	720
18	1	300A Spare Tube Set	4,620
19	1	IVC-4003 Light Ctl. Sys.	1,400
		Total IVC.....	$144,542
		Buyout Equipment and Material	50,801
		Total.....	$195,343

Labor (Includes Documentation) (STD. Rates)

Assembler 100 hours	1,200	
Technician 80	1,360	
Jr. Engr. 50	1,250	
Sr. Engr. 80	2,560	
	6,370	6,370
System Total		$201,713

This is a budgetary estimate and should not be quoted as a firm offer.

Non-IVC Components

Item	Qty	Description	Price
1	2	16mm film projector	$ 4,620
2	1	35mm slide projector	4,395
3	6	Equipment Console	1,800
4	2	Equipment Rack	600
5	2	9" Monochrome Monitor	930
6	2	Dual 9" Monochrome Monitors	1,770
7	1	Color Picture Monitor	2,535
8	3	Waveform Monitor	3,095
9	1	Master Waveform Monitor	1,575
10	1	Display Monitor	975
11	1	Signal Generator	2,500
12	1	Sync Generator System	2,600
13	1	Video Distribution System	1,700
14	1	Pulse Distribution System	4,435
15	1	Video Production Switcher with Chroma Key, Color Black and sync inhibit	8,565
16	1	12 x 2 Audio Follow Video Switcher	1,440
17	1	Dual Channel Audio Mixer	1,250
18	1	Audio Monitor Panel	185
19	1	Audio Cartridge System	1,125
20	2	Audio Patch Panel Assembly	346
21	2	Video Patch Panel Assembly	1,320
22	1	Portable Lighting Kit	680
23	4	Microphones	400
24	1	Video Tape Degausser	400
25	1	Speaker System	60
26	1	Lot of System Installation Material	1,500
		Total.....	$50,801

Non-IVC Components

Item	Qty	Description	Price
1	1	Video Production Switcher	$ 3,840
2	5	Equipment Console	1,500
3	1	Audio Mixer	500
4	1	Speaker System	60
5	1	Audio Distribution Amplifier	440
6	2	16mm Projector	3,920
7	1	Dual 9" Monochrome Monitors	2,655
8	1	12" Color Monitor/Receiver	575
9	1	Waveform Monitor	1,575
10	1	Sync Generator System	1,800
11	1	Video Distribution Amplifier	475
12	1	Pulse Distribution System	1,850
13	1	35mm Slide Projector	1,195
14	4	Microphones	400
15	1	Audio Cartridge Record/ Playback Unit	700
16	1	Microphone Stand	45
17	1	Portable Lighting Kit	680
18	1	Lot of System Installation Material	1,200
		Total.....	$23,415

TYPICAL SMALL CCTV STUDIO FACILITY

IVC Components

Item	Qty	Description	Price
1	2	IVC-150B	$32,100
2	2	Camera Support Package	1,980
3	1	IVC-92B	8,825
4	3	Internal Encoders	1,800
5	2	Proj. Pedestals	700
6	1	M-203 Multiplexer	1,895
7	1	IVC-4003 Light Control	1,400
8	3	Lens Iris Assy	105
9	3	Heat Filters	45
10	3	Proj. Diffusers	45
11	1	Film Chain Test Set	80
12	1	Camera Test Chart Set	50
13	5	W. E. Headsets	335
14	1	Alignment Tape	190
15	2	IVC-870-C VTR	16,000
16	1	IVC-150 Spare Tubes	3,120
17	1	IVC-800 Spare Heads	660
18	1	IVC-4009 Rmt. Ctls.	400
		Total IVC.....	$69,730
Buyout Components, Equipment & Material			23,415
		Total.....	$93,145

Labor (Include Documentation)		(Std. Rates)	
Assembler	80	960	
Technician	50	850	
Jr. Engr.	50	1250	
Sr. Engr.	50	1600	
		4660	4,660
System Total			$97,805

This is a budgetary estimate and should not be quoted as a firm offer.

STUDIO EQUIPMENT SUPPLIERS*

AVTEL CORPORATION
44 Railroad Ave.
Glen Head, New York 11545

Products: Automatic Skew Control; Non-Duplication Switcher, Jr. Starpack; Local Origination Equipment

F & B/CECO INDUSTRIES, INC.
7051 Santa Monica Blvd.
Hollywood, California 90038
315 West 43rd St.
New York, New York 10036

Products: F&B/CECO/SOS Film Production equipment such as super 8, 16, 35mm cameras, lenses, TV Projector, Lighting, Editing equipment, accessories, supplies and parts

INTERNATIONAL VIDEO CORPORATION
990 Almanor Ave.
Sunnyvale, California 94086

Products: VCR-100 one-inch video cartridge recorder: 800 and 960 Series one-inch videotape recorders; 500A color video camera

PHILIPS BROADCAST EQUIPMENT CORP.
Subsidiary of North American Philips Corp.
One Philips Parkway
Montvale, New Jersey 07645

Products: Norelco Color & Monochrome Equipment for Cable Television Studios and Mobile Units, Including Camera, Color Video Cassette (Norelco VCR) Systems, and Audio Equipment

SONY CORPORATION OF AMERICA
9 W. 57th St.
New York, New York 10019

Products: Videocassette Player, Recorder and Duplicating System, Video Tape, Closed Circuit Television Equipment (monochrome and color)

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* These equipment suppliers will also design the complete studio. Selected from Television Factbook Services Volume, Television Digest, Washington, D.C. 1972-1973, Edition I, pg. 285 ff., this is not a comprehensive list of equipment suppliers, nor does it include the many firms which design studios but do not manufacture equipment

APPENDIX C

FACILITIES AND EQUIPMENT SURVEY

EXHIBIT 1. THE SAN GABRIEL VALLEY PUBLIC CABLE COUNCIL SURVEY OF PROGRAM PRODUCTION AND UTILIZATION CAPABILITY

The purpose of this questionnaire is to determine facilities and equipment that each city, school district or community organization has for producing and viewing videotaped programs.

IF YOU DO NOT OWN THE EQUIPMENT - BUT HAVE ACCESS - PLEASE PLACE A CHECKMARK (√) AFTER THE ITEM AND INDICATE, ON THE REVERSE SIDE OF THE FORM, WHO OWNS THE EQUIPMENT AND WHERE IT IS LOCATED.

Date_____

Name of City, School District or Community Organization_____

Inventory taken by_____Phone_____
(ext.)

1. A videotape recorder which can record and/or play back programs previously recorded.

   (a) 2-inch helical videotape recorders

   _____/_____ _____/_____
   (Quantity) (Make & Model) (Quantity) (Make & Model)

   (b) 2-inch Quad videotape recorders

   _____/_____
   (Quantity) (Make & Model) Check if: __B&W __Loband Color __Hiband Color

   _____/_____
   (Quantity) (Make & Model) Check if: __B&W __Loband Color __Hiband Color

   (c) 1-inch videotape recorders

   _____/_____/____/____/_____/_____/____/____
   (Quantity) (Make & Model) (B&W) (Color) (Quantity) (Make & Model) (B&W) (Color)

   (d) Half-inch videotape recorders

   _____/_____/_____
   (Quantity of AV) (Quantity of EIAJ-B&W) (Quantity of EIAJ-Color)

2. Monitors (television sets) which can be connected to the playback recorder in order that the videotapes may be displayed to a group of people gathered to watch the program.

   (a) Color Monitors _____/_____
   (Quantity) (Size)

   (b) B&W Monitors _____/_____
   (Quantity) (Size)

Please indicate the Item and the Number of the question which you are referring to.

Item	Question	Owned by	Location

TV Cameras and microphones which can be attached to videotape recorders to record videotape

(a) Number of: _____ / _____ / _____ / _____ / _____ / _____
(Live TV Cameras) (B&W) (Color) (Vidicon) (Plumbicon) (I. O.)

(b) Number of: _____ / _____ / _____ / _____ / _____ / _____
(TV Film Chains) (B&W) (Color) (16mm) (Super 8) (35mm)

(c) Number of microphones _____

4. Do you have a closed circuit system to view programs in different areas?

___Yes ___No Is there more than one system? _____

5. Studio facilities (capability of mixing two or more cameras and audio mixing into the programming).

(a) Studio size in square feet _____

(b) Number of production hours available for programming _____ / _____
(per day) (per week)

6. Film making capabilities

(a) Number of film cameras _____ / _____ / _____ / _____
(16mm) (8mm) (Super 8) (35mm)

7. Quantity and type of movie editing equipment _____ / _____
(Quantity) (Describe type)

8. Do you have a staff photographer? ___Yes ___No _____ / _____ / _____
(full time) (part time) (as needed)

9. Do you have a photo lab to process your own film? ___Yes ___No

(a) _____ or _____
(still photo film) (movie film)

COMMENTS _____

_____

Thank You.

In order that we may tabulate these survey forms by September 15, 1972, please complete at your earliest convenience and return to my office. If you have any questions regarding the questionnaire please contact Dr. Riess at 795-6961, ext. 450.

PLEASE RETURN COMPLETED QUESTIONNAIRE TO:

Dr. Louis C. Riess, Council Coordinator
Pasadena City College
1570 E. Colorado Boulevard
Pasadena, CA 91106

EXHIBIT 2. ARLINGTON CATV TASK FORCE SURVEY

FALL 1973

Name _____ Position _____

Institution _____

Address _____ Zip Code _____ Area Code Phone _____

1. Is equipment loaned to other departments within the institution? Outside the institution?

2. What equipment is most utilized? What equipment is underutilized?

3. How large is your audiovisual department staff? Do you have production crews for film? Do you have production crews for videotape?

4. Do you rent equipment from other institutions or agencies? From whom do you most often rent?

5. Do you rent equipment to other institutions? Under what circumstances?

6. What kinds of equipment do you wish to acquire or have access to, which you do not currently have?

7. Would you be willing to exchange acess to equipment with other agencies?

8. Would your organization be willing to work with other institutions on joint production of software? What kinds of projects would you be interested in seeing co-produced?

9. Additional comments, suggestions:

VIDEOTAPE	tape format	quantity	color/b&w	edit	make	model
Recorders						
Cameras						
Monitors						
Switchers						

CONTROL ROOM (Briefly describe studio and control facilities)
AND STUDIO

Thanks for your cooperation and help. We will compile this information as soon as you return the questionnaires.

Please send to: Norman Kaderlan, Performing Arts, Arlington County Recreation Division, 300 N. Park Drive, Arlington, Virginia 22205

APPENDIX D

DEPARTMENTAL NEEDS SURVEY

In order to decide whether to use the local government access channel, local officials must determine what and how much programming the various departments need. To that end, a survey should be taken.

Because most department heads (in common with most people) are not accustomed to thinking about the delivery of services via cable television, a puestionnaire requesting information about ideas for cable programming is lost apt to elicit unproductive responses. For instance, the question "What need does your department have for cable television communications?" will nften be answered either with "None" or with a totally unrealistic request for romething approaching ten designated channels.

Thus, before attempting to survey cable communications needs, it is best to circulate a short questionnaire to determine general departmental needs. The responses to this questionnaire will identify the departmental personnel whom the planning authority should talk with further and will pin-point specific topics for discussion.

Once the potential cable user and the potential use have been identified, a follow-up survey should be taken--either through another questionnaire or, if possible, through interviews. The second survey should determine such things as: 1) alternate means of communicating the service or information about the service in question (examples: broadcast television or radio, car bards, telephone answering service, cable television newspaper announce-lents, etc.); 2) target audiences; 3) costs of reaching the target audiences

through the alternate means of communications; 4) departmental ranking of communications priorities.

After those departmental needs which can be served by cable are identified, the planning authority must then decide if cost savings can be effected by combining messages, by prorating shared equipment, personnel and facilities, etc. Finally, reasonable judgments can be made as to whether and how the cable system can be utilized to help meet the government's communications needs.

A sample Preliminary Communications Needs Survey form follows:

SAMPLE

Preliminary Departmental Needs Survey: Government

This questionnaire is an attempt to discover the areas in which your department must or should communicate with the public. The purpose of gathering the information requested herein is to use it to help devise more efficient ways to continue your current communication and to devise methods of delivering information and services which are now not being delivered at all.

INSTRUCTIONS:

Please fill out one copy of the questionnaire for each deliverable service or information. Return

to_____ by_____

NAME_____

DEPARTMENT_____

1. What information or service is your department now delivering to the public: (examples: welfare assistance, housing information, bicycle licenses, fee schedules, accident prevention programs, nutrition advice, etc.)

_____

_____

How do you communicate the service, or information about the service to the public? (examples: face-to-face interviews, posters, mail, public speeches, newspaper announcements, etc.)

_____

_____

What is the annual cost of communicating this service and/or information about this service to the public? (if known). _____

Components of Cost

	Yes	No
1. Personnel		
2. Equipment		
3. Supplies		
4. Overhead		
5. Other_____		
_____		

Is this service and/or information about the service being communicated _____well_____adequately_____badly?

NAME_____

DEPARTMENT OR AGENCY_____

2. What information or service should your department deliver, via some medium of communication to the public that is not now being delivered?

_____

_____

Why are you not delivering this information or service now? (examples: cost, unavailability of trained personnel, etc.)

_____

_____

APPENDIX E

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